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LAND POLICY CIRCULAR

November 1937

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UNITED STATES DEPARTMENT OF AGRICULTURE
Bureau of Agricultural Economics
Washington, D. C.

T H I S M O N T H

An event of outstanding interest to all those active in the field of land use is the conference on zoning to be held in Chicago on December 13th and 14th. (See p. 6.) Rural zoning will receive special consideration at this meeting, which thus affords one of the first opportunities for a thorough discussion of the policies and experiences of zoning programs as a means of directing land use toward desirable objectives.

A few years ago, Wisconsin was the only State with a genuine rural zoning law on its statute books. Now there are several others which in general or limited form have made it possible for counties to zone rural lands against misuse. Progress of rural zoning programs has brought this subject to the forefront among practical measures for effectuating land use programs. With this progress has come recognition of many new problems to be solved, such as the coordination of rural and suburban planning in areas where farming is only one of several important occupations and uses of land. Several of these specific problems are on the agenda for the Chicago conference.

* * *

A small but interesting example of this very type of land problem is discussed in Mr. Elvove's article on soil-stripping in Massachusetts. (See p. 15.) Removal of topsoil from old farms would not be expected to create a major problem of land use, but Mr. Elvove, who is State Land Use Planning Specialist, tells how the process can vitally affect property values, and therefore bring up a number of interesting questions of methods of control over private use of land when it is considered adverse to the economic interest of the community.

* * *

With Congress now in special session, attention is being directed toward the possible enactment of legislation affecting land use. A farm bill and the Norris bill for regional planning agencies are among those slated for consideration. In the meantime, Mr. Llewellyn Pfankuchen gives us a resumé of legislation affecting land use, passed by the Congress in its recent regular session. (See p. 8.)

N E W S N O T E S

43rd Annual Conference on Government Meets

The 43rd annual Conference on Government convened in Rochester, New York, on November 17 for a 3-day session, in which representatives of the National Municipal League, the National Association of Civic Secretaries and the Proportional Representation League participated.

On November 18 the subject for discussion was, "Local Self-Government". Group sessions considered such matters as Planning, Zoning and Housing, and Tax Limitation. Further information may be secured from the National Municipal League, 309 E. 34th Street, New York City.

Atlantic City to be Meeting Place for Economic Associations

Atlantic City, New Jersey will be the scene this year of the 28th annual meeting of the American Farm Economic Association during its 3-day session, Tuesday, December 28 through Thursday, December 30, 1937. Space does not permit reproduction of the entire program, and for this reason, only the portions of immediate significance or relation to land use are given below. Programs may be secured from Dr. O.B. Jesness, American Farm Economic Association, University Farm, St. Paul, Minnesota, or at the headquarters, Chalfonte-Haddon Hall, Atlantic City, during the sessions.

December 28. Agricultural Credit

"Flexibility in the Repayment of Farm Loans" - F.F. Hill, Farm Credit Administration

"The Place of Commercial Banks in Agricultural Credit" - Norman J. Wall, Bureau of Agricultural Economics

"Objectives in National Agricultural Policy" - Drs. H.R. Tolley, AAA, and B.H. Hibbard, University of Wisconsin

December 29. Joint Luncheon Meeting with American Sociological Society

"Disadvantaged Rural Classes" - Dr. L.C. Gray, Bureau of Agricultural Economics

Farm Tenancy

"What Should be Done about Tenancy" - H.C. Taylor, Farm Foundation, Chicago

"Problems of the Share Cropper" - C.O. Brannen, University of Arkansas

Land Policy

"Goals in Land Use Policy" - Dr. G.S. Wehrwein, University of Wisconsin

"Goals in Conservation Policy" - W.E. Grimes, Kansas State College

Land Use in the Northeast

Papers by V.L. Hurlburt, Land Use Planning Specialist, Pennsylvania (Farm Security Administration), A.T.M. Lee, Land Use Planning Specialist, New Jersey, and H.C. Woodworth, University of New Hampshire.

The American Economic Association will hold its 50th annual meeting in Atlantic City during the same period, the speakers to be outstanding economists in many fields, public and private. Round-table discussions on such topics as Cenéral Interest Theory, Security Regulation, Fiscal Policies, Price Changes and National Income will constitute an important part of the program.

Eight Families Placed on Northern Wisconsin Farms

The first eight of 32 families have now been settled on Federal forest home farms in the Drummond resettlement project in northern Wisconsin, according to a recent announcement by the U.S. Forest Service.

The eight families were removed from homesteads and subsistence farms which had yielded but scant livings, and are now abandoned, and have been placed on 20-acre tracts in the Chequamegon National Forest in Bayfield County. Financing of the project was by the Farm Security Administration.

The new settler farms are near the Forest Service nursery at Hayward, Wisconsin, and it is expected that employment at the nursery will provide each family about $400 in yearly wages. Approximately 5 acres of each plat have been cleared, and the rest left in woodland. Each farm has a 3-4 room house, and a 24'x32' barn. Most families possess a cow and a few chickens. The average cost of improvements is approximately $3,200, which will be repaid to the government over a reasonable period.

The tenants, who will supply forest labor in the area, were selected on the basis of their honesty, dependability, and integrity. All of the eight so far settled were able to keep out of debt during the depression in spite of small incomes, Lyle F. Watt, Regional Forester, has explained. It is expected that the remaining 24 families will be settled in the near future.

Report on Alaskan Resources Requested by Congress

Senate and House Concurrent Resolution No. 24 of the 75th Congress, 1st session, requested that the President have prepared for report to Congress within 30 days after the commencement of its second session, a comprehensive plan for the development of the resources of the Territory of Alaska, and for the expansion and development of facilities of commerce between the United States and Alaska and within the Territory.

This plan may, if the President wishes, contain a statement of the works and facilities to be established in Alaska which might be desirable for national defense. The report is intended to serve as an aid to Congress in conducting further investigations to determine what is to be done with Alaskan resources.

Tax Association Meets in Baltimore

At the 30th annual conference on taxation, held under the auspices of the National Tax Association at Baltimore, Maryland October 25-28, leaders in private, State, and Federal taxation and finance organizations discussed questions of considerable current public concern. Among the papers related in some degree to land use

were those on:

"Implications of Federal Finance for State Revenue Systems" - Professor Herbert D. Simpson, Northwestern University
"The Effect of the Depression on the Finances of Delaware" - Professor M.M. Daugherty, University of Delaware
"Standard of Valuation for Tax Purposes - Real Property" - F.M. Thrun, Farm Security Administration, Michigan
Tax Research Programs of Kansas Legislative Council, Delaware, and Works Progress Administration, by Professor J. Jensen of the University of Kansas, M.M. Daugherty, University of Delaware, and Paul F. Krueger, WPA, Washington, D.C., respectively
"Illinois Local Finance Survey" - S.E. Leland, Illinois Tax Commission
"Progress in the Government and Finances of the Counties of Virginia" - T.P. Snavely, University of Virginia, and
"Taxation in Maryland as Affected by the New Deal" - Arthur W. Machen, Attorney, Baltimore.

Addresses will be published later in the PROCEEDINGS of the Association. W.G. Query, State Office Building, Columbia, South Carolina, is Association Secretary.

Theme of Agricultural Yearbooks Announced

Secretary Wallace has just announced the theme of the 1938 and 1939 YEARBOOKS of the U.S. Department of Agriculture. The 1938 book will deal with soils; the 1939 with animal and human nutrition.

Both YEARBOOKS will be in charge of Department committees, and information which will bring out the present status of the science will be gathered from all available sources through detailed surveys. As in the past, State agricultural experiment stations and foreign countries will be consulted.

The YEARBOOK is intended for two classes of readers -- intelligent farmers with considerable practical background but little theoretical knowledge, and students, teachers, and scientific workers in need of technical information. The subject matter of the 1938 book will be, as far as possible, presented in reference to the farm - the relationship between the soil and the homes of people on the land.

According to the committee, the YEARBOOK "is not intended to be in any sense a textbook, nor on the other hand a piece of popular journalism. It should reflect the best and the freshest thought in its field, not hesitating to attack outdated concepts and techniques, to show up faults and gaps in knowledge, and to discuss new viewpoints and trends."

Rural Electricity Comes to Britain

Electrical distribution is expanding so rapidly in rural areas of Great Britain that the British farmer will soon be able to compete on better terms with the foreigner, according to F.H. Slade in an article on the Royal Agricultural Show which appeared in the London NATION of August 21.

Machines for grading fruits, for example, will handle in one hour 700 pounds of gooseberries, or as many as 1,400 pounds of tomatoes, or 180 boxes of tomatoes with less loss than by hand methods. Another electrically operated machine can divide hard fruit into five sizes and two qualities at the rate of 1,000 bushels a day.

"Thanks to electricity", Mr. Slade says, "the British farmer instead of merely getting low prices in season and losing markets out of season to foreign competitors, is now in a much better position to get profitable returns". Eight years ago there were 600 British farmers using electricity; there are now more than 30,000.

Zoning Conference Called in Chicago

A nation-wide conference to discuss rural and urban zoning has been called for December 13 and 14 in Chicago, by the National Resources Committee. The two-day program, worked out through the cooperation of the National Resources Committee and the Department of Agriculture, will be devoted to general problems and progress of zoning regulation, and to the particular aspects of zoning as affecting city planning and rural land use.

The purpose of the conference is to consider zoning problems and practices at all levels of government in the hope that general

adoption of modern and practical methods may be stimulated. Past experience in the field of urban zoning makes desirable a pooling of information as a guide to the improvement of present practices. In the field of rural zoning, there are many problems of land use and methods of adjustment which warrant further clarification.

On Monday, December 18 the conference will open with a discussion of the theory and practice of zoning, under the chairmanship of Frederic A. Delano, Chairman of the Advisory Committee of the National Resources Committee. During the afternoon, consideration will be given to the broadening scope of zoning, particularly in regard to land use planning.

Under-Secretary M.L. Wilson of the Department of Agriculture will preside at a second-day session on the place of zoning in a comprehensive rural land use program. Among the subjects to be considered at this session are zoning in relation to soil conservation districts, public land purchase programs, cooperative grazing problems, relocation of non-conforming land users, State taxation policies, and forestry. Concurrently with this session devoted to rural land use, those primarily interested in urban zoning will meet to consider leading problems in that field.

Because of the importance of this first general consideration of rural zoning programs, special efforts are being made to secure representation at the Chicago conference of all leading agencies, institutions and groups interested in rural land use.

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OUTSTANDING FEDERAL LEGISLATION AFFECTING LAND AND WATER UTILIZATION IN THE FIRST SESSION OF THE 75th CONGRESS

By
Llewellyn Pfankuchen
Head, Legislative Analysis Subunit

The first session of the 75th Congress, despite its preoccupation with other matters, enacted a varied and important body of legislation dealing with land and water utilization. Soil conservation, water conservation, forestry, flood control, and purchase of submarginal land, all received constructive Congressional attention, in such varied settings and relations that proper classification becomes difficult. Since almost every important legislative act has indirect effects upon land and water use, it will not be possible to review all of them here; but this article represents an effort to review, in non-technical fashion, the more outstanding provisions of legislation directly affecting land and water use. 1/

Certain of the leading policies previously inaugurated were continued in operation. Provisions of the Soil Conservation and Domestic Allotment Act, as amended 2/, under which payments were made to agricultural producers to promote soil conservation practices, were extended to January 1, 1942. 3/ The Civilian Conservation Corps was established on a statutory basis for a period of three years after July 1, 1937 4/, and an appropriation made for $350,000,000. 5/ The Emergency Relief Appropriation Act of 1937 6/, made funds available for work on highways, roads and streets ($415,000,000), parks and recreational facilities, sewer systems, water supply and purification, airports, flood control, conservation, and eradication of insect pests, among a great variety of other purposes ($630,000,000 for all purposes mentioned). A special act made funds available for

1/ For a more detailed summary, see H.A. Hockley and L.E. Pfankuchen, "Summary of Outstanding Laws Affecting Land Use Enacted During the Period January 1 to October 1, 1937"(mimeo.) Land Utilization Division, Farm Security Administration, Oct. 1, 1937.
2/ Public Law No. 461, 74th Congress, approved Feb. 29, 1936.
3/ Public Law No. 170, 75th Congress, approved June 26, 1937. Unless otherwise stated, the Public Laws cited are those enacted by the 75th Congress.
4/ Public Law No. 163, approved June 28, 1937.
5/ Public Resolution No. 50, approved July 1, 1937.
6/ Public Resolution No. 47, approved June 29, 1937.

control of emergency outbreaks of insect pests and of plant diseases. 7/

In the Sugar Act of 1937 8/, soil conservation provisions are found as a part of a general scheme for sugar control. In making payments to domestic consumers "with respect to sugar, or liquid sugar commercially recoverable from the sugar beets or sugar cane grown on a farm for the extraction of sugar or liquid sugar", the Secretary of Agriculture is authorized to require that there shall have been carried out such farming practices as the Secretary may determine "for preserving and improving fertility of the soil, and for preventing soil erosion, such practices to be consistent with the reasonable standards of the farming community in which the farm is situated."

One of the outstanding achievements of the session was enactment of the Bankhead-Jones Farm Tenant Act. 9/ Title I of this Act established a program for aiding farm tenants and sharecroppers to acquire farms through long term, low interest-rate government loans. Title III authorized and directed the Secretary of Agriculture "to develop a program of land conservation and land utilization, including the retirement of lands which are submarginal or not primarily suitable for cultivation, in order thereby to correct maladjustments in land use and thus assist in controlling soil erosion, reforestation, preserving natural resources, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and sub-surface moisture, protecting the watersheds of navigable streams, and protecting the public lands, health, safety, and welfare." To effectuate this program, the Secretary is authorized to acquire submarginal land and land not primarily suitable for cultivation, and to develop and administer it. He may sell, exchange or grant such lands to public authorities on condition that it is to be used for public purposes; and he may recommend to the President other Federal, State, or Territorial agencies to administer such property, "together with the conditions of use and administration which will best serve the purpose of the land conservation and land utilization program." It is

7/ Public Resolution No. 20, approved April 6, 1937. Appropriations amounting to $2,000,000 are made in Public Res. No. 26, approved April 27, 1937, and Public Res. No. 55, approved July 17, 1937.
8/ Public Law No. 414, approved September 1, 1937.
9/ Public Law No. 210, approved July 22, 1937.

further provided that the Secretary shall pay to the county in which any land is held by him under this Title, 25 percent of the net revenues received during the year. 10/

An act to provide facilities for water storage and utilization in arid and semi-arid areas was enacted 11/, but no appropriation was provided therefor. The Secretary of Agriculture was authorized to formulate and keep current a program for construction and maintenance of necessary facilities, and to dispose of them upon conditions; to cooperate with other agencies and persons, to furnish financial aid, and to acquire lands for such purposes. The Secretary is empowered to require, as a condition of extending benefits to land not owned or controlled by the United States, "(1) the enactment of State and local laws providing for soil conserving land uses and practices, and the storage, conservation and equitable utilization of water; (2) agreements or covenants in regard to the maintenance and permanent use of such water, facilities, or lands benefited by such facilities; (3) contributions in money, services, materials, or otherwise, to any operations conferring such benefits." A second enactment for the same purpose 12/ called for an appropriation of $500,000 to be expended under the reclamation laws by the Secretary of the Interior for small storage reservoirs, not to exceed $50,000 each in estimated cost; no appropriation, however, was made.

The Cooperative Farm Forestry Act 13/ authorized the Secretary of Agriculture, in cooperation with the land grant colleges and State forestry agencies, to produce, procure, and distribute forest trees and shrub planting stock; to advise farmers concerning farm forests; and to enter cooperative agreements for the production of forest planting stock.

10/ An appropriation of $10,000,000 was made for the current fiscal year, and appropriations of $20,000,000 were authorized for each of the two following fiscal years, for purposes of Title III only. An appropriation of $10,000,000 was made for the current fiscal year for the tenancy program. Public Law No. 354, approved August 25, 1937.

11/ Public Law No. 399, approved August 28, 1937.

12/ Public Law No. 387, approved August 26, 1937.

13/ Public Law No. 95, approved May 18, 1937. $2,500,000 was authorized to be appropriated, but no appropriation was made.

The conservation of wildlife was carried forward by an act 14/ authorizing the Secretary of Agriculture to cooperate with the States, through their fish and game departments, in developing wildlife conservation projects. Federal funds are made available from the proceeds of the Federal tax on firearms, shells, and cartridges, but these funds are only to be available to States which have assented to the provisions of the act, and have passed laws for the conservation of wildlife, which must include prohibitions against the diversion of hunters' license fees for any other purpose than the administration of the State Fish and Game Department. States share in funds made available on the bases of the ratios of total area and total number of license holders in the State to the total area and total number of license holders in all the States; but a State may not receive in any one year less than $15,000 (provided it contributes at least $5,000), or more than $150,000. Projects must be approved and inspected by the Secretary, and on completion are to be maintained by the State.

New legislation concerning the Oregon and California and Coos Bay Wagon Grant Lands 15/ (approximately two and one-half million acres of fine timber land in Oregon) in effect empowered the Secretary of Interior to institute a well-rounded land utilization program on these lands. The old legislation required in practice that much valuable timber be sold; but the new act requires the Secretary to manage the land for permanent forest production in conformity to the principle of sustained yield. Lands deemed by the Secretary to be more suitable for agriculture than for forestry, stream flow protection, recreation, or other public purpose, may be restored to homestead entry. The Secretary may lease lands for grazing when they may be so used without interfering with the production of timber or the other purposes of the act. Twenty-five percent of the revenue derived is to be devoted to the administration of the lands, 50 percent to the counties in which the lands lie, and 25 percent partly to the counties and partly to the reimbursement of the Federal Treasury for Federal expenditures on account of the lands.

Experimental legislation of importance to another phase of land use is an act to prevent speculation in lands in the Columbia Basin, prospectively irrigable by reason of the construction of the Grand Coulee Dam project. 16/ The act seeks to discourage sales at

14/ Public Law No. 415, approved September 2, 1937.
15/ Public Law No. 405, approved August 28, 1937.
16/ Public Law No. 117, approved May 27, 1937.

inflated values, and to encourage small farms of 40 acres each. Public or reclamation works funds are not to be expended for irrigation works until the privately-owned lands proposed to be irrigated have been appraised without reference to the increment of value due to the proposed irrigation works. Contracts are to be made with State organized irrigation districts, providing for payment by the district to the United States of the part of the project cost attributable to irrigation. This contract must provide that, in general, lands held by one person shall not be entitled to receive water as to that part in excess of 40 acres, and that no water will be furnished until the owner agrees to sell the excess of land on terms satisfactory to the Secretary. The Secretary may require an irrevocable power of attorney to sell such excess before furnishing water. Where lands are sold at more than the appraised value plus improvement and irrigation costs, the United States is entitled to from 50 to 100 percent of the excess. The State must have consented to the provisions of the act where projects are within its jurisdiction or include State lands.

Legislation relating to flood control in its various aspects received considerable attention. A War Department Civil Appropriation Act 17/ made appropriations of $60,000,000 for flood control projects authorized in 1936, $30,000,000 of which comes from emergency relief funds. Of this amount, $500,000 is to be used by the Secretary of Agriculture for preliminary examinations and surveys for water-flow retardation and soil erosion prevention on the watersheds of flood control projects. Important amendments to the flood control act of 1936 18/ were enacted. These amendments 19/ authorized the building of levees, flood walls, and drainage structures in the Ohio River by the War Department. They also provided that in case a city or town is financially unable to comply with the requirements of Section 3 of the 1936 act 20/, the President, upon so finding, may waive such requirements up to 50 percent of the estimated cost of the

17/ Public Law No. 208, approved July 19, 1937.
18/ Public Law No. 738, 74th Congress, approved June 22, 1936.
19/ Public Law No. 406, approved August 28, 1937.
20/ These requirements are: (a) the city or town must provide free of cost to the United States all lands, easements, rights-of-way, etc.; (b) the United States is to be held free from damages due to the construction work; (c) the local communities are to maintain and operate the works in accordance with regulations prescribed by the Secretary of War.

necessary lands, easements, and rights-of-way. Another amendment authorized the Secretary of Agriculture to make preliminary examinations and surveys for run-off and water-flow retardation and soil erosion prevention on waterways previously surveyed by the Secretary of War for flood control purposes. Section 4 of the amendments authorizes the Secretary of Agriculture to require, as a condition of extending benefits under flood control legislation to private lands, "(1) the enactment and reasonable safeguards for the enforcement of, State and local laws imposing suitable permanent restrictions on the use of such lands, and otherwise providing for run-off and water-flow retardation and soil erosion prevention; (2) agreements or covenants as to the permanent use of such lands; and (3) contributions in money, services, materials, or otherwise, to any operations conferring such benefits." The amendments add a considerable list of localities for which preliminary examinations and surveys are to be made. 21/

Congress gave encouragement to more constructive land and water utilization by authorizing or granting its consent to three inter-State compacts: between Montana and Wyoming, authorizing negotiations for a compact on the division of the waters of the Yellowstone River 22/; between Ohio and Pennsylvania, granting consent to a compact already negotiated on the development of Pymatuning Lake and surrounding lands for fishing, hunting, recreational and park purposes 23/; and among Maryland, Virginia, West Virginia, Pennsylvania, and the District of Columbia, authorizing negotiation of a compact for a conservancy district in the drainage area of the Potomac River, to control and prevent pollution. 24/

21/ These are apparently in addition to preliminary surveys authorized in special acts: by the Secretary of War, of the Santa Maria River (Public Law No. 82 approved May 14, 1937), the Snake River (Public Law No. 14, approved March 4, 1937), and Cayuga, Buffalo, and Cazenovia Creeks in New York (Public Law No. 229, approved July 30, 1937), all with a view mainly to flood control; and by the Secretary of Agriculture, of the Rio Grande and Pecos Rivers (Public Law No. 396, approved August 28, 1937), with a view to run-off and water-flow retardation and soil erosion prevention on the watersheds.

22/ Public Law No. 237, approved August 2, 1937.

23/ Public Law No. 398, approved August 28, 1937.

24/ Public Resolution No. 74, approved August 31, 1937.

Limitations of space prevent more than mention of other important legislation. Federal aid was extended to States making toll bridges free on the system of Federal aid highways 25/; provision was made for the completion, maintenance, and operation of the Bonneville Project 26/; for preliminary studies as to the feasibility of a dam project at Cabinet Gorge, on the Columbia River 27/; and of reclamation projects on the Cimmaron, Washeta, and North Canadian Rivers in Oklahoma. 28/ A commission was created to study and recommend methods of extending further relief to water users on certain reclamation projects. 29/ The act admitting Wyoming to the Union was amended to permit the State to sell public lands at $5.00, rather than at $10.00 per acre. 30/

It is thus to be seen that even in the press of other matters, Congress was able to devote far-sighted attention to problems of land and water use. Just as important, is the fact that the State legislatures, most of which were in session during the early part of 1937, wrote into the statute books an equally impressive record. The more outstanding sections of this State record will be reviewed in an early issue of the LAND POLICY CIRCULAR.

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25/ Public Law No. 286, approved August 14, 1937.
26/ Public Law No. 329, approved August 20, 1937.
27/ Public Law No. 279, approved August 14, 1937.
28/ Public Law No. 324, approved August 19, 1937.
29/ Public Law No. 331, approved August 21, 1937.
30/ Public Law No. 361, approved August 25, 1937.

THE SOIL-STRIPPING PROBLEM IN MASSACHUSETTS

By
Joseph T. Elvove

Among the most interesting land use problems encountered in Massachusetts are those arising out of the practice of soil-stripping. By soil-stripping is meant simply the mechanical removal of loam from land on which it occurs naturally, and its deposition elsewhere. While this practice, in itself, represents no new or startling procedure, the conflict of interests which has arisen recently in several Massachusetts towns as a result of the activity has already produced a legal struggle, and has called for a definition of policy by local government.

For many years it has been customary to utilize the loam on rural lands, not under active cultivation, principally for the purpose of enriching the soil of lawns and gardens belonging to urban and suburban dwellers and for similar landscaping purposes. Since the soil was usually taken in relatively small quantities from land poorly situated or otherwise unsuited for agricultural production, there was little or no concern over the land thus despoiled. However, with the advent of the Federal Public Works and work-relief programs, the demand for loam increased. This was due primarily to the fact that these programs greatly accelerated many landscaping activities such as roadside beautification, public grounds improvement, and park development. Such activities had almost reached a standstill during the depths of depression, or had never before been undertaken in many Massachusetts communities. Furthermore, the majority of projects, calling for large quantities of loam, were located in or near large population centers where the relief problem was most acute. In Massachusetts, this necessarily means the eastern portion of the State, particularly the so-called "Greater Boston Metropolitan Area".

Contractors and landscape concerns obtain the loam by contracting for the stripping privilege or by the purchase of soil already stacked. For the stripping privilege, the price ranges from two to thirty-five dollars an acre, depending upon the depth of the loam, the soil type, and the location of the land. The average price in the Greater Boston Metropolitan Area is approximately ten dollars an acre for a depth of six or seven inches. The price of

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ready-stripped soil is dependent upon whether the loam is fresh, or whether it has been stacked and allowed to age sufficiently to permit decomposition of the turf. The price of fresh loam ranges from 60 to 85 cents a cubic yard, while loam which has been stacked for two years sells for 90 cents to $1.25 a cubic yard.

Since the principal cost in the price of loam is the transportation item, it is natural that contractors should seek their supply as near the location of the project as possible. This has meant that rural lands in and around the Boston Metropolitan Area have been the principal source.

Soil-stripping in the metropolitan district at first took place on lands which had never been used or which had long been abandoned for agricultural purposes. In a few instances agricultural lands which were about to be subdivided for suburban development were stripped of their rich loam before operations began. As long as the contractors and loam dealers utilized such lands in the area, there was little concern over or criticism of the practice. Soon, however, this supply was exhausted; and rather than use similar sites more distantly situated, it became profitable to bid for the soil on farms which, up to the time of stripping, were actively operated. It is the usage of these lands which has invoked a steady stream of criticism from town officials and influential citizens, and which has resulted in attempts to halt the removal by ordinance and court action.

Approximately 2550 acres of such farm lands were stripped during 1936 in the town (New England townships) of Burlington, Lexington, Sudbury, Framingham, Natick, Needham, and Lincoln. All of these towns, except one which is within, border the area which is legally defined as the "Metropolitan District". However, to all practical purposes, they are within the metropolitan zone. This region is characterized by the typical Southern New England land use, i.e., an alternate inter-mixture of consumptive and productive uses, together with a patch-quilt pattern of rural and urban developments.

Although any generalization as to the value of land in Massachusetts is usually impossible, it can be safely said that these lands in the metropolitan area have an unusually high value as compared with similar areas in any other part of the State. For example, the average assessed value per acre ranges, in the town mentioned, from as low as $37 in Sudbury to as high as $745 in Needham. Of course, these averages include highly developed urban sites as well as undeveloped waste lands which they may adjoin. In Lexington, there are agricultural lands valued as high as $1500 per acre. It is

obvious that this high value is due primarily to the potential usage for such non-agricultural purposes as rural or suburban residence rather than to the inherent fertility or nearness to market of the land itself.

Much of the opposition to the stripping of these valuable farms finds its basis in a sentimental attachment to them held by the owners of adjoining lands. Very often when the proprietors of large, old farms die, their heirs are either far removed from or disinterested in continuing the enterprise. Then, too, many such places remain in the hands of executors and administrators for long periods while in process of litigation and settlement. Such farms are most often the scene of stripping operations, and such usage is bitterly resented by the remaining residents as wasteful and destructive.

Town officials have attempted legally to halt the removal of loam, claiming that the practice permanently reduces the value not only of the area being stripped, but of adjoining lands as well. This, they argue, has a deleterious effect on the town's tax base. The legal instruments used have been primarily the zoning ordinances.

An example of the feeling and resentment which the stripping has caused is found in the prefatory remarks published by the Town Planning Board of Sudbury in connection with proposed amendments to the zoning law:

> "Sudbury is about the last town within twenty miles of Boston without a by-law controlling the stripping of soil. This fact has already had an adverse effect upon the Town. Any town without such a by-law offers an invitation to the soil racketeer."

The towns of Massachusetts derive their authority for the zoning power from the Commonwealth through a general enabling act. 1/ Although there has been such an act in operation since 1920, to date only 83 cities and towns in the State, out of a total of 355, have taken advantage of this authority. In many of these towns, the zoning ordinances are of the most rudimentary sort, defining merely a few general land use zones in the urban area of the town. While it

1/ Cf. General Laws of Massachusetts, Tercentenary Edition, 1932, Ch. 40, and amendments thereto (Chapter 269, Act and Resolves of 1933; Chapter 388, Acts and Resolves of 1935.)

is said that the general zoning enabling act is sufficiently broad to provide an approach to rural land use problems, it is obvious that no attempt may be made in regulating soil-stripping when the town lacks a zoning ordinance. This is true of two of the towns so affected -- Burlington and Framingham. In the others, regulation has been attempted through inclusion in the zoning law of a system of permits. Typical of these ordinances is that in effect in the Town of Sudbury, which reads:

> "Section 4A - The removal of sod, loam, sand, gravel, and quarried stone for sale, except when incidental to and in connection with the construction of a building for which a permit has been issued or the use of land for a cemetery, a playground, picnic grounds, or recreation field, shall be allowed only if the (Board of Appeals shall rule) that such removal or use is not detrimental to the neighborhood."

While there are minor variations to fit individual situations in other towns, the stripping regulations in operation are essentially the same as the above. At present there is pending before the Supreme Judicial Court of Massachusetts a case which should determine the legality of these by-laws. 2/ The specific by-law which is in controversy is the one cited for the town of Sudbury. The case now before the Court represents an appeal by the Corporation violating the ordinance from an unfavorable final decree of the Superior Court of Middlesex County. Originally, the Superior Court had issued an interlocutory decree confirming the "Master's Report" which was unfavorable to the Town.

Of course, it is true that the final disposition of this particular case may leave unanswered certain very important questions as to the legality of soil-stripping control ordinances under the existing zoning enabling act. However, should the Court rule on these points, the applicability of the act to rural zoning may be indirectly indicated.

All attempts at using the authority of the general zoning enabling act to solve or prevent rural problems, including soil-

2/ Hall et al (Board of Selectmen, Town of Sudbury) vs. Garden City Gravel Corporation et al, pending before Massachusetts Supreme Court.

stripping, are based on the fact that the act gives the towns power to "...regulate and restrict...the use of...land." While it is true that the Legislature intended that such regulation and control be in an "urban sense", most legal authorities in the State are of the opinion that there is actually no such limitation in the law itself. Thus, it may be that Massachusetts, by the strict interpretation of a general zoning enabling act, has already delegated sufficient authority to her towns to permit them to engage in rural zoning. Unless the Supreme Judicial Court should undertake to interpret this part of the enabling act in the Sudbury case, it is unlikely that the question will be settled until some town enacts rural zoning for test-case purposes.

As far as soil-stripping itself is concerned, it does not constitute a serious land-use problem in its present form. Aside from a few instances in which eyesores have been created, there is little reason for opposing the practice on agricultural lands if those lands are in the transitory stage from rural to urban. Even though the actual stripping may precede the urban or suburban development by several years, no net loss to society is incurred if the areas are deemed best suited for non-agricultural purposes. Soils from such lands can probably better serve society collectively and individually when transplanted to a better location and usage.

Soil-stripping is of interest to the land use planner as an unusual land use problem involving a conflict of private and public interests. Its more immediate importance, however, may be in its implication as to the applicability of a general enabling act to rural zoning.

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SEMI-OFFICIAL LAND UTILIZATION AND SOIL CONSERVATION AGENCIES IN THE NETHERLANDS

By
Jan van der Vate

Land reclamation and development in the Netherlands is an activity which goes back some two thousand years to the days of the Romans, who invaded the Rhine delta in 50 B.C., subjugated or befriended the inhabitants, and protected or reclaimed the lowlying lands by building dikes around them. Dike building alternately flourished and lapsed until about the year 1000. With the establishment of Christianity, however, it gained increasing momentum, so that toward the end of the Middle Ages, the Netherlands began to feel fairly safe within its earthen walls. These dikes might be defensive, to confine rivers within their courses, and the sea within its boundaries, or they might be aggressive, attempting to wrest new lands from the ancient enemy.

Much of the work was carried on by individuals and groups, such as capitalists with money to invest, or large landowners, and especially by the monasteries. In many places there were also local organizations which banded together to protect their property against the common foe. In the case of the acquisition of new land, there were usually the added inducements of tax exemption and other privileges.

Dike building with a view to obtaining new land has now practically ceased, except for the draining and reclamation of the Zuiderzee, the largest enterprise of its kind ever undertaken. Because of its huge cost -- between fifty and a hundred million florins - its long duration, and its importance in the planned national economy, the project must of necessity be carried on by the government. It consists of one main dike some twenty miles long to shut off the Zuiderzee from the North Sea, which will ultimately make the enclosed area of 915,000 acres a fresh water lake. Other dikes will be built to reclaim in four polders a total of about 550,000 acres, 7 percent of the whole and about 10 percent of the arable land area of the Netherlands. The chief problem facing the government is the disposition of the land. In order to prevent it from falling into the

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hands of speculators or large individual or incorporated land-owners, the government will probably retain title to the land, leasing it in small farms for ninety-nine year periods. The question of the rent to be charged the tenants is another problem. A study is being made with a view to adopting a system of adjustable land rents based upon the yearly average price of certain crops or farm products.

A second type of reclamation work traces its origin back several hundred years. The marshy lowlands had few trees but an abundance of peat, which when dug for fuel resulted in the formation of shallow lakes. Constant erosion along the shorelines enlarged them from year to year until the country was endangered nearly as much from within as from without. As a result, a number of laws were enacted prohibiting the digging of peat within a certain distance from the dikes.

By the 16th century, the scarcity of arable land made the draining of lakes a profitable investment. The chief difficulty was the elimination of the water. This was solved by Jan Adriaensz Leeghwater, who in 1610 drained the 18,000-acre Beerster Lake near Amsterdam by building a dike around it on which he erected some forty windmills to pump out the water. He was so successful in this that during the first half of the 17th century some 200,000 acres of fertile soil were drained and reclaimed. It is noteworthy that when, in 1617 the Provincial Estates of Holland and West Friesland granted to two cities together, with the usual exemptions and privileges a permit to drain one of these lakes, their action was based in part upon the theory that this project would considerably alleviate the unemployment problem and the condition of the poor in those cities. The largest project of this type was the draining of the Haarlemmermeer, a lake between Haarlem and Leiden, by the government.

A third type of reclamation, by no means as spectacular as the two foregoing but hardly less important, has also been carried on intermittently for some hundreds of years. This is the development of the waste lands of which there still are more than 900,000 acres. This land is part of a dry, sandy plateau, an extension of the tundra region near the Arctic Circle, covered with heather and scrub, and in some places consisting of extensive peat bogs of the high moor type. Most of this peat has now been dug away, chiefly for fuel, but the remaining land, although sandy and not very fertile, may, with proper treatment, be made quite productive.

Some pioneer work in this field had been done by a number of philanthropic individuals and welfare societies which sought to reclaim simultaneously waste lands and waste souls and bodies. There were and still are several colonies to raise or rehabilitate foundlings, orphans, and juvenile delinquents, all of whom are placed in individual families of colonists, and for veterans, vagrants, beggars, etc. Much useful work in both directions has been accomplished by these institutions, but at present most such land development is being carried on by public and semi-official agencies.

The active part played by semi-public organizations in land use programs is of special interest. These agencies are of three types. The first is composed of a few non-profit land development organizations, the most important of which is the Netherlands Heath Society, organized in 1888 for the purpose of increasing the productivity of the Dutch soil.

To achieve its end, the Society, by giving moral direction and providing technical leadership, sought to unify all of the scattered and spasmodic attempts which were being made to reclaim the waste lands of the country. It also established on its own account a number of projects to serve as laboratories, and it carried on a quiet but persistent campaign to make the Dutch people conscious of their national heritage, both of soil resources and of natural scenery. Men trained in the experimental projects of this Society assumed the execution, and often the subsequent management as well, of all kinds of reclamation, soil conservation, land utilization, or afforestation projects undertaken and financed by various public bodies or private individuals.

In the field of land utilization the Dutch Heath Society has become the chief exponent of the afforestation of submarginal lands. To that end it experimented with native and exotic trees; studied all kinds of tree diseases; established courses in silviculture, and placed its entire technical knowledge and personnel at the disposal of the nation. It also instituted a system of forest fire insurance. Activities of the Dutch Heath Society in furthering the consolidation of scattered agricultural holdings have been discussed in a previous article. 1/

1/ See LAND POLICY CIRCULAR for October 1937.

The second type of semi-official land development agency comprises seven incorporated provincial or interprovincial organizations which came into being during and after 1924 as a result of the post-war depression. Each is composed of a number of communes within a certain area which have an unemployment problem on their hands and may or may not have waste lands for development. It is the Dutch belief that psychologically, economically, and socially the best way to help the unemployed is to employ them. The working capital of these agencies is subscribed by the participating municipalities, and is supplemented by government subsidies for work relief wages, and also by the sale of developed lands or their products.

These organizations undertake the reclamation or development of the communal lands, if any, and with the capital provided may also purchase land from third parties. Moreover, on the theory that unemployment relief is a matter affecting the public interest, they may, if necessary, institute condemnation proceedings under the communal right of eminent domain.

Under the leadership of these incorporated societies, many communes have developed thousands of acres of idle lands. Some of the nearest land was turned into small garden plots for city laborers. Others were developed into parks and playgrounds, and still others were planted to managed forest to provide a future income. Such afforestation is aided by the government which will advance 80 percent of the cost up to a minimum of eighty florins per acre as a non-interest bearing loan for fifty years.

Whenever possible the land most distant from the cities is turned into small farms, partly to supply the urgent need for arable land, but more to check the immigration from the country to the cities, because the Dutch consider excessive urbanization an unnecessary evil. Such farms as are developed are equipped with the necessary buildings, and are either sold outright or else leased for long terms. Occasionally such leases are on an adjustable basis such as the average price of a stipulated quantity of milk over a one-year period.

A third type of agency of a semi-official character comprises various kinds of agricultural societies, mostly cooperatives. These, representing a majority of the landowners or users within a given district, may initiate action toward the consolidation of holdings, the drainage of a certain district, or soil conservation in some form. For a number of reasons, however, their activities

tend to be more concerned with the improvement or proper use of soil already under cultivation than with the reclamation or development of new lands. In several instances, however, they have provided very valuable assistance to other agencies and to the government.

The impetus given since 1888 by the Dutch Heath Society to the reclamation and development of waste lands may be estimated from the table below:

	1900	1910	1920	1930	Total
Area in waste land (acres)	1,459,395	1,340,906	1,189,777	934,224	
Decrease (acres)		118,489	151,129	255,553	
Total reclaimed (acres)					525,171

The area reclaimed in thirty years amounts to nearly 35 percent of the total in 1900, and during the past few years this percentage has been considerably increased. At a time when the pressure of overpopulation leads other nations into costly wars, the Dutch, with 8,500,000 people in a country the size of the State of Maryland, in a peaceful conquest are annually increasing their arable land by thousands of acres, and are adding human happiness and national well-being into the bargain.

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RECLAMATION ASSOCIATION
DISCUSSES PROGRAMS AND PROBLEMS

The National Reclamation Association held its 6th annual meeting this year October 12-14 in Casper, Wyoming. Addresses by well-known authorities in the field covered such subjects as: Progress and Problems of Reclamation, Reclamation Construction and Future Plans, Full Utilization of the Waters of the West, Rehabilitation of the Drought Area and Water Conservation, Regional Conservation Authority Proposals, and Problems Confronting Federal Reclamation.

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B O O K R E V I E W S

SETTLEMENT AND THE FOREST FRONTIER IN EASTERN CANADA. By A.R.M. Lower; SETTLEMENT AND THE MINING FRONTIER. By Harold A. Innis. Volume IX of CANADIAN FRONTIERS OF SETTLEMENT. Edited by W.A. Mackintosh and W.L.G. Joerg. The Macmillan Company of Canada. Toronto, 1936.

Reviewed by Paul W. Gates

Agricultural economists will find the first part of this volume of especial interest, for here Dr. Lower discusses the continuing settlement of Canada's northern frontier of timbered land. In this area the fundamental problem is "how to make the best economic use of a country where one form of wealth definitely stands in the way of the utilization of another", and the author's approach to it is historical.

After a brief survey of the geography of the forest regions, the exploitation of the forests of eastern Canada is discussed. In the first half of the nineteenth century, Canada, like the United States, wished to see its public domain settled and transferred into private holdings as rapidly as possible. This policy precluded the scientific classification of the land, caused the settlement of many areas unsuited to agriculture, and led to much waste and destruction of the forest. During this period the lumber industry "frequently went hand in hand with the settler". In New Brunswick and parts of Quebec and eastern Ontario this relationship retarded the agricultural development of these provinces, since the pioneer "instead of devoting his spare winter time to making timber...found himself devoting his precious summer time to selling it." In western Ontario the two industries were of mutual benefit, and their relations harmonious, at least until 1850. By that time the St. Lawrence plain was settled and, the Canadian prairies not yet being opened up, settlers were advancing into the Laurentian country, and catching up with the lumbermen. Thus conflict between the two broke out, but the "race" between the lumberman and the settler, the one to utilize, the other to destroy the timber, was not, it may be observed, the only reason for the hostility between them. The lumbermen objected to the settlers because they frequently settled in the midst of a timber limit with the deliberate intention of forcing the lumbermen to buy them off. Thus arose a demand for a "fair line of demarcation" between the agricultural and the lumbering regions. "The phrase marks the beginning of a battle for the classification of land, the great ... desideratum of Eastern Canada to this day."

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One great contrast between the land policy of Canada and that of the United States is that in Canada the Crown has sold the right to cut timber, but not the timber land itself. This policy grew up "almost accidentally". Until 1825 anyone could cut timber on Crown lands without let or hindrance, but about that time the crown timber dues were imposed on all timber cut on such lands. A system of annual timber-cutting licenses covering given limits was devised, and these were sold at public auction. After Confederation, control of the land and timber resources became a provincial matter. Ontario and Quebec continued the policy of selling the timber but not the land, tried to develop their Crown Timber revenues, gradually abandoned the idea that after land had been cut over it should then be alienated to settlers, and tried to apply the principles of land classification. But "importunity triumphed over good intentions"; timber berths were sold to favored persons at scandalously low rates, townships were opened to settlement which should have remained closed, but the Crown has succeeded in retaining title to all but a small percentage of the Laurentian lands. By the close of the century the public had become convinced that pine would reproduce itself if given a chance, and in Ontario it was ready to support a system of permanent forest reserves and rigid land classification.

In Quebec the needs of the settlers rather than those of the lumbermen have been placed first. French-Canadians have always been reluctant to see their sons leave the farm for the city or emigrate to the United States or other parts of Canada. Consequently, efforts have been made to find room for the expanding population within the province. Colonization societies were formed, usually under the leadership of the clergy, to conquer the wilderness by joint effort, instead of by isolated attacks at widely separated points. This policy has led to the expenditure of much money for colonization roads, it has caused the alienation of several million acres of land to settlers who have stripped it of its timber and thus deprived the government of revenue it might otherwise have collected in timber dues, and it has been the means of establishing many poverty-stricken little settlements which are not self-sufficing, but are dependent upon the cash income provided by the lumbering firms or pulp and paper mills in their vicinity. Nevertheless, the policy continues, and the reason for it was long ago frankly stated by a prominent French-Canadian politician, who said, "The settlement and opening up of our vacant lands and the consequent increase of our population constitutes our chief aim. All our energies are directed to that end, for from it comes the political influence we now have, and which we are to possess in the future."

The pulp and paper industry of northern Ontario and Quebec is described and its relation to the settlers of the clay belts explained. Many of the old problems which arose out of the relations between the settler and the lumbermen have cropped up again in the pulpwood areas. By stringent regulation, the provincial governments are attempting to prevent the bogus settler from stripping the land of its pulpwood, but the pulp and paper companies sometimes find it to their advantage to assist the settler in evading the law. Once again the settler finds himself tempted to extend his winter work of cutting pulpwood over the whole year, to the neglect of his farm. In Ontario there has not been the same race for the possession of the land, chiefly because the pulpwood concessions are not on agricultural land. The Crown has, however, the right to withdraw land from any concession for purposes of settlement, and in Quebec, at the request of colonization societies, this right has sometimes been unwisely exercised. There the necessity for a thorough - and final - classification of the land is as strong as ever.

The pulp and paper industry, unlike its predecessor, requires large outlays of capital, and it is therefore more interested in a far-sighted forest policy which will protect those investments. A special type of crown grant, the pulpwood concession, has been devised to meet its needs. The author points out that there is much alien (that is, American) management and capital involved in the pulp and paper industry, and he speculates a little doubtfully as to whether these companies can be trusted to follow a scientific forest policy in their concessions.

Dr. Lower makes no specific recommendations for the administration of the northern areas now being developed. Nevertheless, his volume contains many criticisms of past and present policies -- some of them implied, others expressed with surprising frankness -- which cannot fail to be of value.

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PUBLICATION NOTES

Unless otherwise indicated, the Farm Security Administration cannot furnish copies of any of the publications listed below.

"Physical Aspects of Country Planning". Frank A. Waugh. JOURNAL OF LAND AND PUBLIC UTILITY ECONOMICS. XIII (3) 232. August 1937. (337 E. Chicago Avenue, Chicago, Illinois.)

The problems of a satisfactory highway system should be considered in any land planning program, according to Mr. Waugh, who writes particularly with reference to New England highway and recreation needs and developments. Highway planning, he believes, should consider the rural population, and should preserve natural scenery and beauties, and should not result in the creation of rural slums or mere copies of urban developments.

"Planned Economy: Have we too Much," Henry Hazlitt. NEW YORK TIMES MAGAZINE. October 31, 1937.

Before we can decide whether we have too much planning, or to what extent planning is desirable, we must decide how much we have, whether or not it is successful, and what we mean by the term.

"Planners", Mr. Hazlitt explains, "occupy a position midway between that of 'old-fashioned liberals' and Socialists and Communists". The basis of planned economy in Russia and Germany is complete control of imports and exports. "Planning" in this country may be examined for comparison as it existed under the Hoover administration -- when changes were made in tariff policy and the Federal Farm Board and the Reconstruction Finance Corporation were set up -- and under the New Deal, where governmental control has been widened to cover agriculture, industry, and finance, with the possibility of additional control if the Wages and Hours Bill becomes law. We are now confronted with the problem of either retracing our steps, or going forward along the road of more governmental control.

"Cost of Isolated Settlement". C.S. Wehrwein and J.A. Baker. RURAL SOCIOLOGY. 2 (3) 253. September 1937. (Louisiana State University, University, La.)

Isolation of rural people in certain sparsely settled areas

in northern Wisconsin has meant high per capita costs for roads, schools, and other public services, and in addition has meant that these costs fall also on the county and State through the system of State and county aid. Such situations brought about the zoning movement in Wisconsin, but since the law zoning certain land out of agricultural use is not retroactive, certain non-conforming land users are still living in isolation in the areas. To relieve the situation thus brought about, planned relocation of these settlers would seem the most logical solution.

A study of the circumstances surrounding isolated settlers in Wisconsin was undertaken, and the results will soon be published. Data show average distances from neighbors and community institutions of non-conforming users in several zoned counties, farms per mile of road, etc., and the social price of isolation apart from the question of costs to towns and counties.

FACING THE TAX PROBLEM: A Survey of Taxation in the United States and a Program for the Future. Committee on Taxation of the Twentieth Century Fund, Inc. 1937. (330 W. 42nd St., New York City).

The volume is intended to give the general reader an understanding of the tax system as it now exists -- Federal, State and local -- and to suggest specific ways by which it can be improved. Facts summarized have been drawn both from published records of previous research and from original staff studies. On the basis of the findings, specific recommendations for action in improving the tax system are included as part of the study.

"Our Cities: Their Role in the National Economy". National Resources Committee. June 1937. (Supt. of Documents - 50 cents).

This report, made to the President at the request of a number of national organizations, is the first major national study of cities in the United States. (Foreword).

Although town and country each covers a wide range of different and conflicting interests, and although the cities are often the focal point of much "that is threatening and much that is promising", the Nation has only recently begun to concern itself with

the conservation of its human and social as well as its physical resources. The urban problem is the concern of the city and the concern of the farmer as well -- the problem of the entire Nation.

"Acquiring Farm Ownership by Payments in Kind". O.R. Johnson. Missouri Bulletin 378, January 1937. (Columbia, Missouri).

This bulletin contains the story of Professor Johnson's plan to enable tenants to buy farms through annual product payments.

In Missouri, according to Professor Johnson, 40 percent of the farms are operated by non-owners, while in three counties, 80 percent of the farms are operated by tenants, and a large number of additional farms are so heavily mortgaged that they are likely to become tenant farms in the very near future.

Making an adequate down payment is a great barrier to ownership. If a farm could be purchased on an annual product payment basis, the seller would assume the risk due to price fluctuation, while the purchaser would assume the other risks incident to purchase. Such a procedure would give the operator greater incentive to improve the productivity of his farm and conserve its soil.

"Land Utilization in New Hampshire. I. Problems in the Back Highland Areas of Southern Grafton County". H.C. Woodworth, M.F. Abell, and J.C. Holmes. University of New Hampshire Bulletin 298. June 1937. (Durham, N.H.)

This study, according to the Foreword, ventures into a new field of research, involving as it does the relationships of man to his local government and institutions, and to the land itself.

The bulletin reports a land use study of an area in southern Grafton County, New Hampshire, where approximately 190,000 acres of rough upland -- mountains, hills and small valleys -- are inhabited by 289 families. Records were secured on 252 individual families by personal interview, town inventories were copied, selectmen and school officials interviewed, and forest cover was mapped and analyzed. Data show that most families were dependent upon outside work for

their living, although little productive work was available, 118 of the 252 operators sold less than $50 of agricultural products, and only 19 sold over $1,000. Approximately half of the families had a net earned cash income of less than $200.

Agriculture declined rapidly in the area after 1860, scattered, isolated settlement now requires costly services, and although soil and climate are favorable to timber development, resources have been depleted, and local people now appear to have little relation to timber employment or management.

To correct the present condition, four programs have been suggested: realignment of the people to the resources and institutions by relocating isolated homes to the vicinity of main roads; reorganization of local governmental units and services; development of resources, particularly timber; relating resources to the people through employment.

"Possible Savings through Changes in Local Government". H.C. Bradshaw and L.P. Gabbard. Texas Bulletin 540. April 1937. (College Station, Texas).

Complete schedules of revenue receipts and expenditures were collected for 38 typically rural counties and their 1,130 school districts. The study reveals substantial differences in the ability of the counties and school districts to maintain adequate facilities. When either unit falls below a certain size, it becomes unduly expensive to operate, and the number of services provided is limited to a minimum.

Analysis of county expenditures reveals that many of the smaller counties have insufficient resources to maintain adequate services without unduly increasing costs; organization in all counties should be improved; and the State should take increased interest in and responsibility for work performed by counties, possibly through the establishment of a Special Bureau of Local Affairs. Some smaller counties should be consolidated in order to have sufficient resources to maintain necessary and desirable services at reasonable cost.

"Wildlife and the Land: A Study of Regeneration". Special Commission on Conservation of Wildlife Resources, 75th Congress, 1st Session, 1937. U.S. Senate. (Govt. Printing Office).

No one report has given before such a comprehensive and understandable picture of the problems of wildlife restoration and management, and its relationship to land rehabilitation and use. The activities of the Bureau of Biological Survey in the past, its accomplishments to the present, and its program and requirements for the future are here outlined. Waterfowl refuges are discussed separately, and accomplishments to date listed. It is hoped that the report will be helpful in supplying the needed information upon which to base a legislative program to restore and perpetuate wildlife resources.

YEARBOOK of Agriculture 1937. U.S. Department of Agriculture. (Govt. Printing Office, $2.00).

This book "rounds out", we learn from the Summary by Mr. Gove Hambidge, "the work of the committee on genetics appointed by the Secretary of Agriculture in 1933." Their task was to make a survey of practical breeding and genetic research with those plants and animals important in American farming. A series of papers considering major crop plants and classes of livestock appeared in the 1936 YEARBOOK, while the present volume covers a larger field. Both are intended for readers who want to know what is going on in plant and animal breeding so that they may carry on farm operations more intelligently, and for students concerned with the science of genetics.

"Corporate-Owned Land in Iowa, 1937". W.G. Murray and H.W. Bitting. Iowa State College Bulletin 362, June 1937. (Ames, Iowa).

This bulletin is based upon data collected to determine the amount and location of corporate-owned farm land, and to determine the bearing of this land on tenancy and land ownership questions in Iowa.

In January 1937, 11.2 percent of Iowa farm land was owned by corporations. Since most of this land is owned by mortgage lending agencies and is, therefore, available for immediate purchase, the tenant farmer would seem to have an unusual opportunity to buy a farm at this time. The bulletin discusses the question as to whether this is a favorable time for tenants to purchase, and indicates the grave responsibility resting upon those making valuations of such land.

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The LAND POLICY CIRCULAR is issued by the Division of Land Utilization, Farm Security Administration, in cooperation with the Bureau of Agricultural Economics. Its purpose is to provide technical information in the field of land economics, and to assist the staff members of the Farm Security Administration and its cooperating agencies and other interested groups to keep in touch with current developments bearing upon their work. Its pages will serve as a clearing house for information concerning local, State, and Federal land planning activities and research.

Policies and programs reported or described in this CIRCULAR do not, unless specifically so stated, represent the official views of the Farm Security Administration or other branches of the United States Department of Agriculture.

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